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ABSTRACT

This paper discusses the development and design of an analysis model for governance of teacher centers organized in consortium form. A consortium is described as "an organization of autonomous bodies or individuals which bond together by some relatively formal agreement to secure some benefit." The consortium generally functions in a collaborative manner through representatives with authority to act within defined parameters. To analyze the concept of governance, five reference analysis factors have been identified: (1) benefits; (2) control; (3) protectionism; (4) rights; and (5) veto. The basis of the analysis model is couched in asking four questions in reference to each of the five analysis factors: (1) who; (2) what; (3) how; and (4) why. Apply each of these questions to the interactant: center, individual, represented organization, and clientele group. After all questions have been completed, the composite can be drafted for each interactant, for each analysis factor, and for each question. The concept of risk is the final factor. It involves three basics by nature: (1) the amount of resources for which continued existence is not assured; (2) the length of time to which resources are committed; and (3) the proportion of resources committed to a single venture. In the final view, the organizational workability of all the interactants is largely dependent on the benefits realized versus the risks taken and the resources and independence given away. (DMT)

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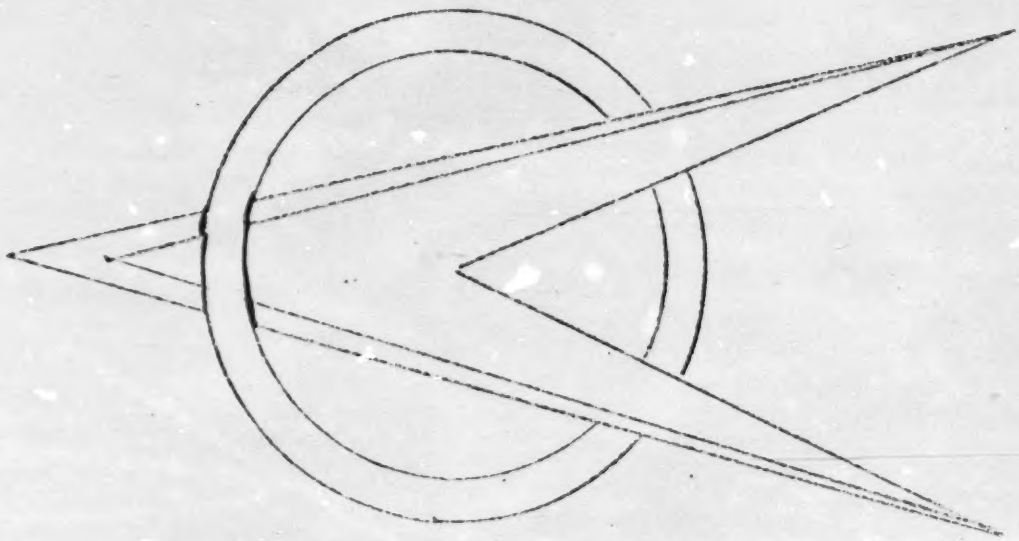
AN ANALYSIS MODEL FOR CENTER GOVERNANCE



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ANALYSIS MODEL FOR CENTER GOVERNANCE

Centering in education is a relatively new concept. Having one of its roots in the M-step project of the 1960's, centers have primarily focused on the pre-service and in-service aspects of the Teacher Education Laboratory. Today, there exists a variety of types of Centers and many of their differences can be traced to such factors as mission, structure, goals, finances, membership, clientele groups, etc. Since there are numerous types of Centers, acquiring an in-depth understanding of functional operation is no easy task. Part of the classification difficulty can be attributed to the absence of a formal system of semantic discrimination within the Center movement.

Far too often, the terminology associated with Centering reflects broad and varied interpretation. To develop a system of analysis it is important to define the base on which the system is applied. Therefore, the "Center" to be discussed in this paper is a concept and not necessarily a specific physical location. Let us also identify the format of its structure as being a consortium in nature.

L.O. Andrews, offers a definition of consortium as follows: "It is an organization of autonomous bodies or individuals which bond together by some relatively formal agreement to secure some benefit."[1] The consortium normally functions in a collaborative manner. Ed Dambrauch defines collaboration of this nature as: "An association of independent agencies, institutions or organizations which functions through representatives with authority to act within defined parameters for their groups in working together to carry out the common purposes

[1]Andrews, L.O. "Report to Council"-- Harrison County Teacher Education Center, Clarksburg, West Virginia, September, 1975

and objectives of the association."[2]

The analysis system which follows can be applied to a variety of Centers; however, its development is based on a collaborative functioning consortia. To create this type of Center, there must be a perceived need by a group of two or more agencies. Further, a strong commitment must be made by the parties involved if a functional Center is to evolve. Centers are not created by some magical means. It can be assumed that in every Center, to some degree, the following exist:

1. Goals and objectives;
2. Planning and plans;
3. Acquisition and generation of supportive materials;
4. Implementation of programming;
5. Evaluation of activities (that is--programs, administration, etc.);
6. Research.

There is also some type of structure of an operational nature in existence. It usually is defined by the resources made available for its operation. It is this structure within which the governance aspect of the organization is to be considered. Governance is defined as the exercise of duly recognized authority in matters of organization control. To analyze the concept of governance, five(5) reference analysis factors have been identified as follows:

1. Benefits;
2. Control;
3. Protectionism;
4. Rights;
5. Veto.

Using these five(5) factors, we will develop the analysis model for Center governance. An important point needs to be developed at this time to give you a better understanding of the analysis model. Whether one is talking about

[2] Dambrauch, Franzen, Meder, "Governance of Teacher Centers," Washington, D.C.; ERIC Clearinghouse on Teacher Education, August, 1975.

Centers, consortiums or collaborative organizations, one is talking about people systems. As a people system, certain inherent factors exist. One, people as individuals have needs, values, goals, objectives, etc. Let these items be termed domain factors.

INDIVIDUAL (I)

Figure 1

In turn, within the Center, the individual represents an organization and each organization has its own needs, values, goals, objectives, etc. It follows that the individual and the organization exist in some interactive environment.

INDIVIDUAL (I)

ORGANIZATION (O)

Figure 2

If the individual and his organization domain factors are similar, the activities of that individual will be functional; however, if they are not, the individual will not be able to adequately function. The organization, by the nature of its position relative to the individual, will tend to dominate. This becomes more evident when one considers that the organization in which the individual functions, controls the welfare of that individual. If the individual is a member of the Center governance structure, certain factors intrude. When that individual serves as a member of the Center governance structure, he brings with him the domain factors inherent in himself and also those of his representative organization. The situation exists, however, that the Center - that is, the collectivity - has its own sets of needs, values, goals, objectives, etc. We can represent this in the following manner.

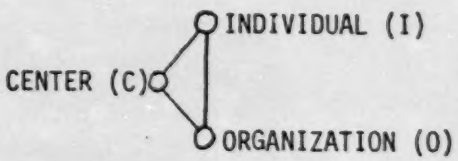


Figure 3

A bonding factor exists between each of the identified constituents. This factor is extremely important because if the domain factors are in congruence, the probability of successful Center operation is increased. If not, the Center will become disfunctional. Consider that the governance board of the Center is constituted of individuals from various institutions, agencies and the like. Consider also, that a variety of different types of individuals serve the Center operation. Taking each of these individuals and their representative organizations into consideration in terms of the Center structure itself, one can readily understand that the complexities of that organization will be greatly increased. The bonding nature between and among each of the constituent parts of the Center, becomes more critical as the number of people in the governance role increases. The nature of this glue or cement, that is, the bonding structure, is one of the keys of Center governance. A question intrudes at this point. That is, what is the major focus of the Center? Or maybe another way of stating this is, who does the Center serve? Well, most certainly, the Center tends to serve itself. We can also state that the Center tends to serve its membership, that is, it tends to serve the representative organizations that make up its membership and it also serves the individual who is involved in the Center operation.

There is, however, a fourth group that the Center must serve. That being, the clientele group. For the initial purposes of our discussion, let's assume that the clientele group is external of the Center governance structure. Let us represent the Center with all its complexities and interactive occurrences by Figure 4.

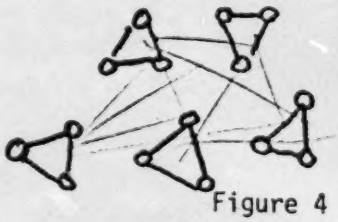


Figure 4

Keep in mind that the system identified by Figure 4 is one which is continually in a state of flux with its operation being dynamic in nature. The Center can

5.

function basically in two ways. One, the Center can act as a response organ or mechanism to some stimulus defined by a clientele group. That is, the Center could be the output half of the input-output cycle with the clientele supplying the input. Or, the Center could become the stimulus part of the mechanism with the clientele group reacting as the response mechanism. In this case, the Center becomes the input agent while the clientele group becomes the output agent. These two ideas are represented in Figure 5.

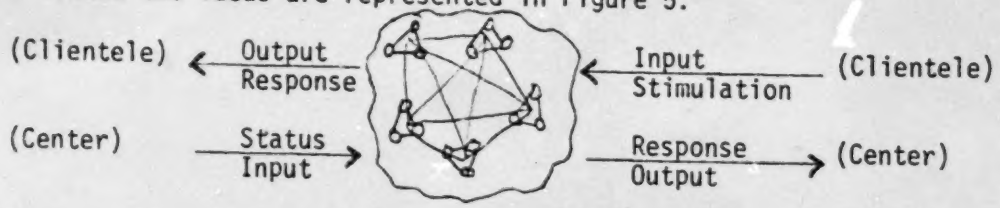


Figure 5

In either case, the success or lack thereof, is a function of the Center's ability to serve its clientele group. It is also possible that the constituent parts of the Center can be part of the clientele group to be served by the Center. The Center's success in this case is still based on its ability to serve this new clientele group. It is faced with the situation that its membership will be called upon to negotiate with itself in order to determine the operational aspects of the particular program or programs requested. And if the bonding and domain factors are not in congruence, most certainly the Center governance as well as Center operation will have a greater probability of becoming disfunctional. Although, adding to the governance complexity, the inclusion of the clientele representation in the Center structure would assist in the focusing of the Center on the clientele.

In an organization of this type, the interaction between and among each of the constituent parts becomes extremely critical. Each member must be willing to sacrifice a degree of autonomy in order to claim benefits accrued through Center involvement. Most of the Center constituents are willing to tolerate the impingement of other domain factors upon its own organism. The problem arises, however, when the impingement becomes, in the eyes of the individual

member, an infringement upon that which is legitimately within the scope of that member's rights. It is this mentality that creates a tremendous problem in the efficient and effective operation of Centers, consortiums and/or collaborative organizations.

To reiterate an initial statement, organizations such as those that have been described are people systems and all the idiosyncrasies that exist within people are without question, introduced into the interactive nature of those people. It has been said that to analyze a people system is similar to nailing a chiffon pie to a wall. Is this impossible? Certainly not. Difficult? Somewhat. One way that it can be done is to freeze the pie and then nail it to the wall. The same is true of governance analysis based on a people system. Impossible? No. Difficult? Somewhat. Before developing the analysis model for Center governance, the nature of the bonding structure in reference to governance, should be basically understood. Therefore, let us consider the governance analysis factor of control in terms of the bonding structure within an organization. Control will be defined as the regulation or guidance of institutional direction. Without question, there are a variety of connotations associated with the control concept. For the purposes of this discussion, let us assume that control actually deals with the comparison of some activity to a standard. And let's identify a control model as developed by Joseph Litterer.[3]

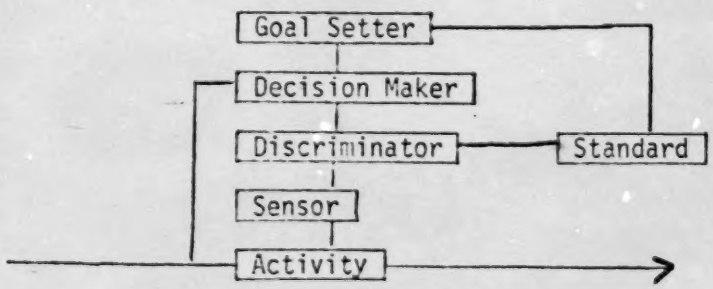


Figure 6

[3]Litterer, Joseph Analysis of Organizations, 2nd Ed., pp. 537-546, John Wiley & Sons, New York, 1973.

7.

Figure 6 is a representation of the Litterer model. Within this model are a number of important facets associated with control of the activity. A Center exists to gather data from the activity in question. At the discriminator level, these data are compared to the standards which have been established in the goal setting process. Control decisions are made based on the comparisons made at the discriminator level. Two key components exist within this model. One, the goal setting-standard establishment portion and two, the decision making portion. The goal setting-standard establishment is important in that it is within these areas that the basic direction and level of operational expectation is established. The influence of the individual or the organization or any other constituent member at the goal-setting level and standard establishment level becomes very crucial to the organization's operation. In the case of the Center, any type of conflict existing at this level would normally be resolved to the detriment of the weakest member of that goal-setting standard establishment coalition. The member who possess the greatest amount of either power, authority or persuasive ability would most certainly have great impact on the goals and standards established for the Center organization. Since that individual or organization has a set of domain factors operative in this type of interaction environment, it would follow then that the types of domain factors adopted as the official Center factors would closely resemble those of these influential individuals or organizations.

Since Centers are established in a consortium arrangement, it would seem that equal voice in the governance of that organization would be part of the basic agreement for collaboration. However, it is suggested that in the reality of the situation an equal voice in governance, because of the people nature of this organization, is not standard operating procedure. Both the formal interaction and the informal environment established within the Center's governance system, although permitting their one person a vote type of activity, creates the interplay both within the Center and external of the Center and does not allow

for the governance to exist in the non-exclusive interface of individuals.

The second area of tremendous influence in this model is that of the decision-making level. Here again, the individual or organization that the individual represents has tremendous influence in terms of the decision that are actually made. Within the Litterer model there are three basic decisions that could be made in terms of control. The first decision is that the activity data, in fact, is above that accepted as the standard and the decision is made to do nothing with the activity but possibly consider an increase in the level of standard. The second and third choice within decision making areas can be made when the activity data indicates that the activity does not satisfy the level of standards established. The decision maker has two choices at this point. One, to reject the activity and make adjustments within that activity to raise it to the level of acceptable standard or two, to reject the standard and to lower the standard to meet the level of activity. In any of the three cases, the decision making process becomes extremely important in that it sets the tenor of organizational operation. The person or people who can influence or dominate this particular aspect of control will have tremendous impact on the organization. Domain factors associated with that individual or that organization within this influential sphere most certainly will have a tremendous effect on the domain factors adopted as those of the Center.

The two questions that should be posed at this time in hopes of stimulating your thinking are: (1) within your own Center relationships, how are the standards and goals of the Center affected by the individual, the represented organization, and the clientele group domain factors? (2) within your own Center experience, how are the decision-making results affected by the individual, representative organization and clientele groups domain factors? It is necessary to reiterate a major premise upon which this paper has been developed. Centering is a people relationship.

Now, focus attention on the analysis model and please keep in mind that we are dealing with a people system. At first glance, the model being developed appears to be quite simplistic. However, as one moves to its development, it is believed that you will find the model can become, if desired, a complex analysis format. Let us now review and redefine the five basic governance analysis factors and their definitions.

1. Benefits -- That which is accrued of a positive nature.
2. Control -- Regulation or guidance of organizational direction.
3. Protectionism -- That which is held by law or other means to be free from challenge.
4. Rights -- Duly recognized authority to commit acts at one's discretion.
5. Veto -- Duly recognized authority to terminate to freeze action.

The basis of our analysis then is couched in the asking of four questions in reference to each of these five analysis factors. The questions are:

1. Who?
2. What?
3. How?
4. Why?

Apply each of these questions to the interactant.

1. Center
2. Individual
3. Represented Organization
4. Clientele group for each Center objective and/or goal.

A chart similar to the one indicated below can be used to record analysis data.

CHART ONE

ANALYSIS

OBJECTIVE: _____

ANALYSIS FACTOR: Benefits, Control, Protectionism, Rights, Veto

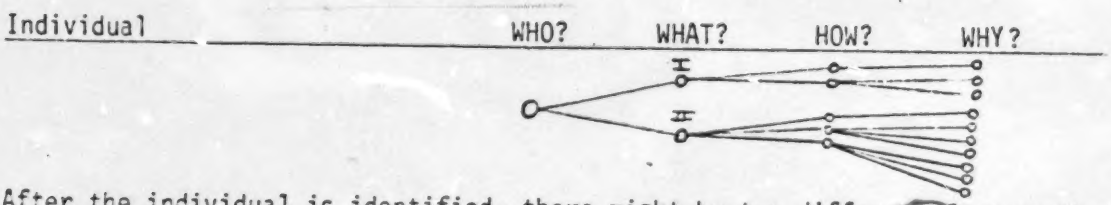
	WHO?	WHAT?	HOW?	WHY?
Individual				
Represented Organization				
Center				
Clientele				

To complete the cells of the chart, one need but to ask the questions in relationship to the individuals. As an example, let's consider the cells individual who, what, how and why in terms of the analysis factor contro. What would be

asked would be: (1) Who, as an individual, controls? (2) What does that individual control? (3) How does he control it? (4) Why does he control it? Now, if you could continue this process for each of the set groupings such as representative organization, Centering clientele for the concept control then the chart would be completed for the basic objective. You would be given an insight into the basic control mechanism within the Center governance structure for the basic objective listed. The same procedure would be employed for each of the analysis factors applied to the Center's objectives.

Another method of representation of this same analysis concept is indicated in Figure 7.

ANALYSIS FACTOR: Control



After the individual is identified, there might be two different factors that the individual does control. There might be two ways this individual actually control the first factor. There is only one reason why he controls it the first way; however, the diagram indicates that there are two reasons why he controls it the second way. So in essence, just taking the upper half of the diagram, one is able to identify the individual, what he is controlling, how he is controlling it and why he is controlling it. The how's and the why's can then be each compiled into a single listing. This can be done for each interactant and each analysis factor. After all questions have been completed, the composite can be drafted for each interactant, for each analysis factor and for each question depending upon what the analyst desires to review. Simple eyeball analysis can be made of data or more complex matrix studies can be conducted. The intent of the analysis materials will dictate the approach used. Methodologies to secure data are numerous and should be carefully chosen to insure proper information

acquisition.

A final factor needs to be inserted into the analysis although it is not necessarily the main ingredient of governance. The concept of risk becomes an extremely important issue. Discussion of risk needs to be made in reference to the idea of resource. We can identify basically four types of resource.

1. Money
2. Personnel
3. Facility
4. Time

The nature of risk involves three basic factors:

a. the amount of resources for which continued existence or value is not assurred;
b. the length of time to which resources are committed;
c. the proportion of resources committed to a single venture.

The greater of these quantities, the greater the degree of risk. By using the previously described four question base, one needs to ask: (1) who is taking the risk? (2) What risk, in terms of the four identified resources? (3) How is the risk manifest? (4) Why is the individual taking the risk? The analysis of these four questions in terms of the risk factor coupled with the information acquired in reference to the five analysis factors of benefits, control, protectionism, rights and veto will give one an overview of the Center governance structure regardless of the type of Center being considered.

In the final view, the organizational workability of all the interactants is largely dependent upon the benefits realized versus the risks taken and the resources and independence given away. If this ratio is low, the organization will be disfunctional.

The basis of the analysis still lies in the fact that Center's are people organizations.